



Appendices B & C

Managing Project Funds Through the Work Order Authorization (WOA) Process	B-1
Overview	B-1
Preparing and Modifying Work Orders	B-1
Background Information	B-1
A WOA is used for:	B-1
When to Submit a Work Order	B-2
For PE and RW phases that require HQ approval (see WOA Approval Table):	B-2
For CN phase, at least four weeks in advance, regardless of fund source.	B-2
When NOT to Submit a Work Order	B-2
Setting up a New Work Order	B-2
Preliminary Engineering (PE) Work Orders	B-2
Right-of-Way (RW) Work Orders	B-3
Construction (CN) Work Orders	B-3
Biennial Work Orders	B-3
Modifying an Existing Work Order	B-3
Closing a Work Order	B-4
For the PE phase:	B-4
The PE work is complete.	B-4
For the RW phase:	B-4
For the CN phase:	B-4
Sources for Work Order Data	B-5
Reviewing and Authorizing Work Orders	B-5
What Elements HQ Reviews	B-5
Steps in the Review Process	B-6
How to Check the Status of a Work Order Authorization.....	B-7
Managing Work Order Expenditures	B-7
Work Order Groups.....	B-7
Responsibilities of the Project Manager	B-7
Reporting on Work Order Expenditures	B-7
Establishing Federal Aid Project Agreements.....	B-7
How the Approval Process Works	B-8
What is Checked on a FAPA.....	B-8
How to Modify a FAPA	B-8

Understanding FAPA Numbers	B-8
SPES and STP Agreements	B-9
Advanced Construction	B-9
Soft Match Funds	B-10
Work Order Authorization (WOA) Instructions	B-10
Processing	B-10
Communication	B-10
Attachments	B-10
Authority	B-11
Construction Contract Funds Authorization (CCFA)	B-11
Adjust-to-Award WOA	B-11
Managing Project Change	C-1
Overview	C-1
Highway Preservation & Improvement	C-1
When to Submit a Project Control Form	C-1
Highway Preservation & Improvement	C-1
<i>For Nickel Funded Projects</i>	C-1
<i>For PEF Funded Projects</i>	C-1
Preparing a Project Control Form	C-8
<i>For Construction Projects</i>	C-17
<i>For Region Buckets (RA Discretionary, Unstable Slope Minor Cap, SRA minor cap, or scoping buckets)</i>	C-17

Tables

Table B-1: Federal Aid Project Agreement Number Examples	B-6
Table B-2: Federal Aid Project Agreement Number Examples	B-9
Table B-3: WOA Notes Tabs	B-13
Table B-4: New Setup WOA	B-14
Table B-5: Increase WOA	B-16
Table B-6: Transfer WOA	B-18
Table B-7: CCFA	B-18
Table B-8: Adjust-to-Award	B-19

This page left intentionally blank.



Appendix B

Managing Project Funds Through the Work Order Authorization (WOA) Process

Overview

Expenditures can begin on individual projects within the highway construction program once a work order has been established and project funds are authorized. The authorization of funding is documented through the Work Order Authorization (WOA) process. A separate work order is required for each project phase: preliminary engineering (PE), right-of-way (RW), and construction (CN). (Work may also be authorized for separate stages within a phase.) A standard WOA form is used to submit the initial request for authorization, to make modifications, and to close the work order. This form is an important tool for managing project funds. Special care needs to be taken to make sure the form is submitted in a timely manner, is completed accurately, and provides clear information (see WOA Instructions section). If a project is proposed for federal funding, a Federal Aid Project Agreement (FAPA) is required in addition to a WOA. The FAPA documents the Federal Highway Administration (FHWA) commitment to participate in the project costs. The Regions provide the information for submitting the agreement and Headquarters (HQ) prepares and submits the final form to FHWA for approval. Usually, Regions submit the WOA for funding authorization at the same time they submit information for the FAPA. The FAPA must be approved before work starts on a project phase that will use federal funds. The one exception is that a PE phase may be 100% state funded and underway before the FAPA is approved. Upon approval of the FAPA, federal funds may then be used for PE phase expenditures from the date of FAPA approval forward. Once project funds are authorized and the new work order is established, work begins and charges come in against the work order. As expenditures are incurred, they are posted in the Transportation Reporting and Accounting Information System (TRAINS) against an appropriation code. A nightly process translates the

expenditures by appropriation code into expenditures by finance code in the Capital Program Management System (CPMS). The finance code is used in CPMS to track work order expenditures by fund source, to determine remaining authorization, to establish the monthly aging plan for the remaining authorization, and to redistribute planned expenditures over the remaining months of the project during the monthly aging process.

Regions track project expenditures, adjust monthly aging plans, and submit work order modifications as necessary. This monitoring of project expenditures is very important; it is much like balancing a checkbook. By law, the Department cannot spend more than its biennial appropriation for each Program. HQ Project Control & Reporting Office (PC&R) continually monitors and summarizes project level expenditures to make sure expenditures at the subprogram level remain balanced.

Preparing and Modifying Work Orders

The WOA form is used to submit new work orders, modify existing work orders, and close work orders. See <http://www.wsdot.wa.gov/ppsc/pgmmgt/WOAHelp/> for a sample of the form and instructions on completing it. Submitting an incomplete or inaccurate WOA form can delay a project phase start, funds authorization, or closing of a project phase. Such delays can ultimately affect a Region's ability to deliver its portion of the highway construction program.

Background Information

The WOA process allows expenditures for preliminary engineering, right of way acquisition, and construction of all projects within the highway construction program.

A WOA is used for:

- Setting up initial project phase funding
- Increasing or decreasing project phase funding

- Setting up funding for payable or reimbursable agreements on project phases
- Transferring funds within a work order
- Correcting inconsistencies between data systems (e.g., synchronizing work order setups)
- Adding funds from other program to highway construction projects (e.g., adding maintenance funds from Program M)
- Exchanging funds (e.g., a project receives local or developer funds after the phase starts; the funds from this new source can be added and funds from another source can be reduced accordingly)

The process of setting up a work order involves several computer systems. They include: the Capital Program Management System (CPMS), the Transportation Reporting and Accounting Information System (TRAINS), and the Contract Administration and Payment System (CAPS). TRAINS is the core system used for storing and managing expenditures and maintains the legal record of work order transactions. CPMS and CAPS are also used to manage and track work order data. CAPS data is fed to TRAINS for payments made to contractors. TRAINS expenditure data is sent to CPMS every night.

When to Submit a Work Order

To set up initial funding for a project phase, be sure to submit the form early enough to allow adequate time for processing before the phase start date

For PE and RW phases that require HQ approval (see WOA Approval Table):

- At least two weeks in advance for 100% state funded projects
- At least four weeks in advance for projects with other fund sources

For CN phase, at least four weeks in advance, regardless of fund source.

To increase or decrease an existing work order. Be sure to submit the form prior to expending unauthorized funds. To set up funding for payable or reimbursable agreements on project phases, be sure the agreements have already been approved and set up in TRAINS. To transfer funds within a work order from one “group category” or finance code to another. (See the Chart of Accounts for an explanation of group categories.) To correct discrepancies between data systems, use the form to indicate what data needs correcting in CPMS or in TRAINS.

When NOT to Submit a Work Order

- More than 60 days in advance of the planned phase start date. Submitting a work order too far in advance could delay other more timely requests, or could fail to include last-minute estimate revisions.
- To adjust to actual expenditures if agreements are still active and final payments or billings are not complete or if the work order groups are still open in TRAINS. If additional expenditures occur before the work order groups are closed, the work order will overrun.
- If final expenditures are within \$10,000 of the authorized amount. A large number of projects have excess funds or are slightly overrun when the work is complete. In most cases, expenditures within \$10,000 can be administratively reduced or increased without formal authorization. This is a grace amount in order to substantially reduce the number of work orders processed.

Setting up a New Work Order

Project funding begins with the set up of the initial WOA. Each project phase has slightly different elements to consider before submitting the first WOA.

Preliminary Engineering (PE) Work Orders

This is the first work order for most projects. This work order is used for all activities prior to contract award with the exception of right of way acquisition. In some cases, this may be the only work order set up for a project, such as in the case of planning studies or contributions to other agencies. The following items need to be addressed before submitting the initial PE phase WOA.

- The project is programmed and in CPMS.
- The HQ Strategic Planning and Programming Office has approved the Project Summary (unless justified otherwise).
- The project PE phase is in the Statewide Transportation Improvement Program (STIP) for federally funded or regionally significant projects only.
- The total project cost estimate is still within the budget amount.
- All agreements needed to start the project design have been approved.
- The Project Design Office is ready to begin design work on the project. If these issues are all addressed, a PE WOA should process through the

system smoothly. If not, the WOA will most likely be rejected back to the initiator until all outstanding issues have been resolved.

Right-of-Way (RW) Work Orders

This is usually the second work order set up on a project if there are RW activities involved. This can also be the only phase on a project as in the case of contributions to other agencies. The following items should be addressed before submitting the initial RW phase WOA.

- The project is programmed and in CPMS.
- HQ Strategic Planning and Programming has approved the Project Summary (unless justified otherwise).
- The project RW phase is in the STIP (for federally funded or regionally significant projects only).
- The RW plans have been approved.
- The design and environmental documentation have been approved (i.e., design file and NEPA approval) (for federally funded projects only).
- All known agreements have been approved for oncall appraisal and negotiation services and/or reimbursable agreements from local agencies or developers in order to start the RW acquisition process.
- The total project cost estimate is still within the budget amount.
- A Project Funding Estimate (PFE) has been submitted to HQ Real Estate Services
- The Region Real Estate Services Office is ready to begin appraisal and negotiation services on the project.

Sometimes it is necessary to begin RW appraisal work prior to the RW plan, design, or NEPA approvals in order to keep a project on schedule. In this case only, an initial RW work order for up to 10% of the total RW amount (up to a maximum of \$20,000) may be authorized. If these issues are all addressed, a RW WOA should process through the system smoothly. If not, the WOA will most likely be rejected back to the initiator until all outstanding issues have been resolved.

Construction (CN) Work Orders

This is often the final and most important work order for the project. This may be the only phase of a project, such as small maintenance projects or contributions to other agencies. The following items should

be addressed before submitting the initial CN phase WOA.

- The project is programmed and in CPMS.
- HQ Strategic Planning and Programming has approved the Project Summary (unless justified otherwise).
- The project CN phase is in the STIP (for federally funded or regionally significant projects only).
- The RW is secured and certified by HQ Real Estate.
- The design and environmental documentation is approved.
- All agreements as shown in E-Base needed to start the CN process have been approved (these include, but are not limited to, service agreements, Washington State Patrol agreements, and local agency contribution agreements).
- The total project cost estimate is still within the budget amount.
- The project is ready and scheduled for advertisement.
- State Force work is approved. If these issues are all addressed, a CN work order authorization should process through the system smoothly. If not, the WOA will most likely be rejected back to the initiator until all outstanding issues have been resolved.

Biennial Work Orders

A biennial work order is funded for only one biennium at a time. Biennial work orders are typically administrative in nature. The work order number may be reused each biennium, but in CPMS the WOA must be balanced to expenditure levels at the end of each biennium, and reauthorized at the new biennial budget amount. In TRAINS, biennial work orders are re-set to zero at the end of each biennium. A WOA must be processed to establish new funding level for the new biennium, if the work order number will be reused. CPMS does not re-set to zero for biennial work orders; expenditure and authorization history is preserved in CPMS. In these cases, where a biennial work order spans more than one biennium, TRAINS and CPMS authorization/expenditure amounts will not match.

Modifying an Existing Work Order

All projects are unique and dynamic. As a result, it is often necessary to adjust work orders that have

already been set up in TRAINS and CPMS. Changes can occur to the project phase due to a variety of factors. Some of the more common reasons a work order may need to be modified are:

- Insufficient design data at the time of project scoping
- New or revised policies or regulations by other agencies
- Changes in state or federal laws
- Changes in design standards
- Community or local agency input to the project design
- Contractor claims resulting from unanticipated obstacles or project delays
- Changes in project scope
- Changes in project costs or financial needs
- Transfers for unanticipated agreements
- Addition of new fund sources not available at project phase start. When a change occurs to a project phase, the same issues in the Setting up a New Work Order Section must be addressed. In addition, several other items should be checked:
- Proposed changes to the scope have been approved through the Highway Construction Program change management process found at (http://wwwi.wsdot.wa.gov/ProjectReporting/PCR_Proj_Mgmt.htm).
- Any changes to the right of way plan for acquiring additional right of way have been approved.
- Total project cost increases that exceed the Region approval threshold amount have been approved through the change management process.

For modifying a work order, it is most important to provide clear and concise documentation of the change. Explain whether the original scope, intent, or schedule will change and provide justification for changes in project costs or financial needs. Where change orders are involved, include number, description/justification, subprogram and cost estimates for each change.

Closing a Work Order

When work on a project phase has been completed, the final step is to close the work order. The responsibility for closing a work order lies with the Region Project Manager/Engineer and HQ PC&R.

The closure process involves all those offices that participated in the particular project and phase. It is important to maintain good communication between all parties throughout the closure process. Before closing a work order, the Region should verify the following:

For the PE phase:

The PE work is complete.

- If there is a CN phase involved, the contract is executed and all advertisement expenditures are complete.
- All final payments or reimbursements are complete for the associated design agreements (e.g., consultant or local agency agreements).
- All TRAINS groups are closed.

For the RW phase:

- All RW activities are complete.
- The RW is certified through HQ.
- All final payments or reimbursements are complete for the associated right of way agreements (e.g., consultant or local agency agreements).
- All TRAINS groups are closed.

For the CN phase:

- All CN activities are complete.
- All final payments or reimbursements are complete for all associated construction agreements (e.g., State Patrol, consultant, utility, or railroad agreements).
- All claims are finalized.
- All TRAINS groups are closed.
- L&I, and Employment Security clearances, retainers are released.

Once these items have been addressed, the Region can close the work order. Each Region may have a different procedure for accomplishing this. In general, the Region will notify those offices involved with the work order that closure is planned, and initiate a WOA to balance authorizations to expenditures. When they are notified, the Region Financial Services Office (or applicable HQ office for HQ work orders) will complete a Work Order Closure Request Form – **except when the balance is within \$10,000 (refer to When Not to Submit a Work Order)**. They will send this form to HQ Project Support Services who will process it and close the work order in TRAINS (Accounting may have to make minor adjustments

to cover any charges that processed after the Region submitted the final WOA.) Closing the work order in TRAINS generates reports that are used to complete the closure process. One of these reports, called the Work Order Accounting Plan, is used by Regions to verify final closure and make sure that TRAINS and CPMS are in agreement. The CPMS Liaison Engineer in the Systems Analysis and Program Development Office monitors work order closures in TRAINS and ensures the timely closure of work orders in CPMS. It is important to remember that most biennial work orders must be re-authorized or closed each biennium. The Region Program Management office may have to remind project managers to initiate this process; in some cases the HQ PC&R may be the project manager. CN work orders should not be kept open to complete longterm activities such as plant establishment or environmental monitoring. The work order should be closed after the contractor has met the contract one-year warranty period for these activities. Ongoing work items should be set up on a new work order.

Sources for Work Order Data

When setting up, modifying, or closing a work order, it is often necessary to input data or review data in several computer systems and databases. The primary systems used when working with a work order are listed below.

- WOA (Acorde-based Work Order Authorization System)
- CAPS (Contract Administration and Payment System)
- CPMS (Capital Program Management System)
- EBASE (Estimate and Bid Analysis System)
- FIRS (Financial Information Retrieval System)
- Project Summary Database
- TRAINS (Transportation Reporting and Accounting Information System)
- TRIPS (Transportation Information and Planning Support)

Reviewing and Authorizing Work Orders

The WOA form should be reviewed for accuracy and completeness before it is submitted for processing. An incomplete WOA form will only delay the process and/or result in an improper setup in TRAINS. A small mistake in work order setup can cause larger

problems later on, requiring extensive and time-consuming effort by both Region and HQ staff.

What Elements HQ Reviews

Each WOA that requires HQ processing, (through HQ PC&R, HQ Division Services, HQ Traffic, HQ Budget Services Office, or HQ Project Support Services), must go through a formal review process. There is a slightly different review process for different WOA types. When the work order is submitted to HQ, the WOA system determines what approval process should be followed by evaluating information on the WOA form. The evaluation elements are:

- Work order phase (PE, RW, or CN)
- Fund source (state, federal, TIB or local)
- Type of work order (new setup, increase, decrease)
- Subprograms (I1, I2, I3, I4, P1, P2, P3, Q2, Q3, etc.) After this initial evaluation, the WOA is routed to the appropriate HQ PC&R staff for review. During this review, these elements are considered:
 - For federally funded projects, whether or not the project phase has previously been approved by FHWA on an SPES or STP Project
 - Whether the project summary is approved
 - Whether the documentation is complete
 - Whether CPMS thresholds have been broken. Adjustments that break certain thresholds require different approval levels and may require the submittal of a new Project Control Form (PCF).
 - PCF approval status (if applicable). (See http://wwwi.wsdot.wa.gov/ProjectReporting/PCR_Proj_Mgmt.htm).
 - Whether documentation adequately justifies any change in project cost or scope. This information is needed to document causes of changes to the approved budget estimate.
 - For RW WOAs, whether parcels are included in approved right-of-way plans. HQ Real Estate Services Office requires that parcels are in an approved plan prior to acquisition.
 - Whether project scope is consistent with the approved Project Summary.
 - Whether Construction Engineering (CE) on construction work orders is consistent with Department guidelines for projects of this

type and size. If the CE is not consistent with Department guidelines, justification must be provided in the WOA.

- Whether state force work for the CN phase conforms to RCW 47.028.030 (See <http://www.leg.wa.gov/RCW/index.cfm?section=47.28.030&fsection=section>). This RCW limits construction work performed by state forces to \$50,000.00 (effective July 1, 2005, \$60,000). The Assistant Director of PC&R cannot authorize expenditures that violate state law.
- Whether CPMS has been updated. CPMS data must accurately represent the individual project costs and aggregated project costs must accurately portray the biennial expenditure plan for the program.
- Whether the WOA is complete and accurate to help reduce the number of errors occurring in TRAINS and CPMS data.
- Whether all FHWA requirements have been met. The federal aid authorization process requires this review.

Steps in the Review Process

The review process is different for each type of work order that is processed and for each Region or office that submits a work order. The workflows in the WOA system have been designed to support the policies designed for WOA flow. The workflow diagrams are available for viewing in the WOA system at <http://acordewebprod>.

Table B-1: Federal Aid Project Agreement Number Examples

Interstate: IM-0901 (302)	
IM	Funding Type (Interstate Maintenance)
090	State Route
1	State Route Section (per “Status of Development of the National System of Interstate and Defense Highways”)
(302)	Sequential Number assigned in order of setup
National Highway System: NH-0012 (040)	
NH	Funding Type (National Highway System)
0012	State Route
(040)	Sequential Number
Emergency Relief: ER-90-02 (038)	
ER	Funding Type (Emergency Relief)
90	Year of Disaster (i.e. 1990)
02	Number of Disaster Within FFY (i.e., second disaster)
(038)	Sequential Number

Note: The prefix “AC” is added to the funding type when the federal aid project is selected for Advanced Construction (for example, the project number would start ACIM for Interstate Maintenance funding or ACNH for National Highway System funding). See the Advanced Construction Section for further information.

How to Check the Status of a Work Order Authorization

The WOA system keeps track of the location of each WOA and links to the current document. Anyone who can access the WOA system can search the database to obtain the latest information about a WOA. The WOA system is a webbased application that is at <http://acordewebprod>.

Managing Work Order Expenditures

The work order is the basic tool used to manage the funding appropriations made by the Washington State Legislature. Appropriations are separated into program allocations, and, depending upon the program, these may be broken down to subprogram allocations for each Region. A unique Program Item (PI) identifies specific work (a project) within each subprogram allocation. The project to be accomplished by each Program Item is defined by one or more Work Items (WI), each of which may have a preliminary engineering, right-of-way, and/or construction phase. A separate work order is defined for each Work Item phase. Each Work Item phase has one and only one work order defined for it. However, funding for a given Work Item phase (work order) can come from more than one subprogram allocations. The work order, then, is a valuable tool to monitor and manage costs associated with projects in the highway construction program and to track expenditures for a given subprogram allocation.

Work Order Groups

Work Order groups and group categories are established in TRAINS to provide further detail of work order expenditures. The Group Category segregates expenditures by type of work, such as state force work, work done by others under a payable agreement, or work done by a contractor. Multiple groups may be set up for each Group Category. In most cases, Regions are authorized to approve WOAs that transfer funds between Group Categories where there is no increase to total authorization. (A change to the authorized amounts of federal dollars, the addition of a new fund source, or a change to the state force amount on a CN phase work order requires HQ approval.) Group Categories may not be reduced below actual expenditures to date (which would result in an overrun Group Category). The WOA system recognizes regional authority and, by selectively routing the WOA, eliminates unnecessary processing of work orders by HQ PC&R. On active work orders, expenditures should be controlled in the Region. If a project is not going to collect direct charges for a while, or if the

project is pending completion, then the Region or HQ can close one or more of the TRAINS groups.

Expenditures cannot be charged against closed groups.

Responsibilities of the Project Manager

The assigned Project Manager has primary responsibility for monitoring the specific activities of a work order and for making sure expenditures stay within authorized funding. The Project Manager should establish a work plan including a monthly expenditure plan. The expenditure plan should show how much has already been spent each month and the planned expenditures by month for the remaining life of the work order. A clear understanding of the expenditure plan for a project is critical. Adjustments to funding levels should be made as soon as the need becomes apparent. It is especially important to anticipate the need for additional funding, well in advance of overrunning the authorization. The Region Program Managers monitor their subprogram allocations and expenditures. They perform a general review of work orders in the highway construction program, but it is the Project Manager/Engineer who has primary responsibility for monitoring and managing the individual project expenditures.

Reporting on Work Order Expenditures

Work order authorization and expenditures are tracked using a variety of reports, both printed and online, mainframe and web-based. Work orders are generally reviewed on a monthly basis by work order managers but may be tracked more frequently if the situation warrants. Reports are available from TRAINS, CPMS, and FIRS to use for tracking expenditures. Most data can also be downloaded to a personal computer for use in producing customized reports, charts, and graphs.

Establishing Federal Aid Project Agreements

A FAPA, initiated by completing FHWA Form 120, defines the scope and cost of a project that will utilize federal funding. When approved by FHWA, the form documents FHWA's commitment to participate in the project cost. While this form is prepared and submitted by HQ, Region Program Management staff needs to understand the requirements for receiving federal aid funding on projects. The FAPA must be approved prior to starting any project phase planned

for federal funding. Any expenditures incurred prior to FHWA approval are not eligible for reimbursement. An additional authorization may be required if there is a change in project scope, new work is added to the project, or contract conditions are renegotiated. This is particularly important during construction when new work or payment incentives may be added to the project by a change order.

How the Approval Process Works

The Funds Authorization Branch of HQ PC&R, using information provided by a status report and/or a completed Work Order Authorization form, prepares FHWA Form 120. It is reviewed and approved in HQ, then submitted to FHWA for review and approval. The FHWA review considers such questions as:

- Are the requested funds available?
- Is the project as described eligible for the type of funds requested?
- Has the state met FHWA requirements for developing the project?
- Is the project in the current approved STIP?

Once the review is completed, FHWA returns the approved form to HQ PC&R. A WOA can then be processed, reviewed, and, if there are no other issues to be resolved, approved by HQ PC&R. It is then forwarded to HQ Project Support Services for set up in TRAINS. A copy of the approved form can be accessed in the Federal Aid Tracking System (FATS). Figure 3.6 shows the steps involved in federal aid approval.

What is Checked on a FAPA

Many questions need to be answered before setting up a FAPA. The two most important are:

- Is the project in the approved STIP?

If the project is not included in the current STIP, FHWA will not approve the project authorization. HQ and the Region will need to work together and agree on how to proceed with the project until the STIP issues are resolved.

- Are all the required supporting documents available?

Before the RW or CN phase can be submitted to FHWA, the design and environmental requirements for the project must be approved. This includes approved RW plans, a Relocation Assurance Letter

(if applicable), and a Project Funding Estimate (PFE) for RW Authorization. The RW Certification Letter is also usually submitted with the PFE for construction projects. (An exception is railroad-crossing construction performed by the railroad within the railroad right of way. If the state or a contractor performs this same work, a RW Certification Letter is required.) Submitting an incomplete Form 120 to FHWA increases the review time. FHWA staff will withhold approval until they have received all the required information. **HQ PC&R cannot process a WOA modification for an increase in project federal costs until FHWA has authorized an increase in federal funds.**

How to Modify a FAPA

The FAPA must be modified to increase or decrease the amount FHWA has authorized for each phase. The modification should be requested as soon as it's realized that project costs will differ from the FHWA authorized amount. TRAINS, CPMS, Financial Information Retrieval System (FIRS), and other project data should be reviewed to determine whether the FAPA should be modified. If the amount of difference is relatively small, it may be best to wait until the project is nearly completed to process a modification or to allow the final voucher process to satisfy the modification requirements.

Understanding FAPA Numbers

Each Federally funded project phase (and some third party agreements that are considered reimbursable) is identified by a FAPA Number. The type of project funding and appropriation must be determined before this number can be assigned. The Funds Authorization Branch of HQ PC&R assigns the FAPA Number (except on emergency relief projects and some demonstration projects) when the project phase is submitted to FHWA for approval and authorization. This number usually remains the same for all phases, but occasionally PE is programmed under one FAPA and CN is programmed under another. The FAPA Number is a series of alpha and numeric characters followed by a number enclosed in parentheses. The State Route and State Route Section are usually identified. Exceptions occur for emergency relief projects, for statewide projects, and for projects on multiple state routes. The number in parentheses is simply a sequential number. The following are examples of FAPA Numbers. Table B-2 depicts examples of FAPA numbers.

<i>Table B-2: Federal Aid Project Agreement Number Examples</i>	
Interstate: IM-0901 (302)	
IM	Funding Type (Interstate Maintenance)
090	State Route
1	State Route Section (per “Status of Development of the National System of Interstate and Defense Highways”)
(302)	Sequential Number assigned in order of setup
National Highway System: NH-0012 (040)	
NH	Funding Type (National Highway System)
0012	State Route
(040)	Sequential Number
Emergency Relief: ER-90-02 (038)	
ER	Funding Type (Emergency Relief)
90	Year of Disaster (i.e. 1990)
02	Number of Disaster Within FFY (i.e., second disaster)
(038)	Sequential Number
Note: The prefix “AC” is added to the funding type when the federal aid project is selected for Advanced Construction (for example, the project number would start ACIM for Interstate Maintenance funding or ACNH for National Highway System funding). See the Advanced Construction Section for further information.	

SPES and STP Agreements

In previous years, WSDOT submitted a Statewide Preliminary Engineering System (SPES) agreement to FHWA to request project approval on a list of PE projects for that calendar year. The agreements were set up based on the type of appropriation (i.e., Interstate Maintenance, National Highway System, etc.). Similarly, in previous years, WSDOT submitted a Surface Transportation Program (STP) agreement to FHWA to request project approval on a list of projects for the calendar year. These agreements are set up by project phase. The SPES and STP agreements listed those projects with a start date in the calendar year and indicated the total dollars to be spent. HQ Program Management monitors each agreement to track the dollars spent and the new projects coming in. The agreements may be modified to add new projects or to adjust the total obligation. An agreement does not necessarily have to be modified if the dollars on an individual project change. However, if it appears the overall funds will overrun, then a project modification must be made. The agreement does have to be modified if WSDOT wants to add new projects to the list. Because information used in these agreement

comes directly from CPMS, project start dates and the expenditure plan must be accurately maintained. SPES and STP agreements were not set up for the 03-05 biennium. A decision has not yet been made whether or not these agreements will be set up for future biennia.

Advanced Construction

Advanced Construction (AC) allows work to be performed on approved federal aid projects without having to obligate federal funds apportioned or allocated to the state. AC allows a state to proceed with highway construction, metropolitan planning, rail-highway crossings, bridge replacement/rehabilitation, hazard elimination, or planning and research projects provided the state:

- has authorized the proposed project,
- has used all obligation authority distributed to it, or
- has demonstrated that it will use all obligation authority distributed to it.

The state may proceed with an Interstate Maintenance project without regard to apportionment or obligation authority balances.

However, the total AC authorization within a funding category cannot exceed the funding limitation established. The AC project must meet the same requirements and be processed in the same manner as a regular federal aid project. Authorization by FHWA does not constitute a commitment of federal funds. The state can qualify a project for federal participation, and then convert the project to AC at a later date. FHWA cannot reimburse the state until the project has been converted. As a result, the state must submit a final voucher to FHWA upon completion of the project even though the project has not been converted.

Soft Match Funds

Title 23, Section 120 (j) of the United States Code (USC) permits the states to use certain toll revenue expenditures as a line of credit towards the non-federal matching share of all programs authorized by Title 23, except Emergency Relief. This regulation is known as “soft match” and allows the federal share of a project to be increased up to 100 percent of the project cost. Soft match does not bring additional revenue into the state but simply allows the state to obligate its apportionment more rapidly and on fewer projects. Soft match is used as a money management tool and does not reduce or replace the state matching funds required on a project. Soft match is calculated by comparing ferry system revenues to operating expenditures. When expenditures exceed revenues, a line of credit or toll credit occurs. Every time a project receives soft match funds (includes toll credits), this credit balance is drawn down by the state match share. The line of credit is calculated annually and replenishes the line of credit account. The Finance and Administration Service Center tracks soft match expenditures and compares them to the line of credit to ensure that the account doesn’t exceed the available credit limit. If soft match funding/toll credits are used on a project, the WOA must show the fund codes and the federal pro-rata share that will be used, so HQ Project Support Services can properly code the work order for soft match. For additional instructions on how to set up soft match/toll credits see: wwwi.wsdot.wa.gov/ppsc/pgmmgt/Fed/Soft%20Match%20Directions%20for%20Internet.doc)

Work Order Authorization (WOA) Instructions

Processing

All required documentation and approvals shall be obtained prior to submittal of a WOA form to HQ. If HQ receives a WOA before the approval of the project summary or if scope, cost, or schedule changes have not been approved, then the WOA will be rejected unless a prior agreement was reached with HQ PC&R for submitting an incomplete WOA. This will ensure a valid basis for system performance measurement. The subprogram field on the “Pin Lines” tab must be filled out for every WOA, even for a transfer. The system routes the document to the appropriate queues based on the subprograms on this tab. The finance codes and pro-rata listed in the “Federal Aid” tab and those listed in the “Pin Lines” tab must match. A note shall accompany all rejected packages to explain why the WOA was rejected. When the issue is resolved, a note of explanation is added, and the WOA is resubmitted. Any questions that are asked in the “Notes” fields must be answered in the “Notes” field.

Communication

Table B-3 provides a general description of the purpose of the various Notes Tabs on the WOA used to communicate additional information. In general, notes added in all the WOA Tabs shall be added below previous notes and need to be in the following format:

HQ Notes Tab

02/09/2004 – Doug Pulse

Rejecting the WOA back to the Region because the PCF has not been approved. Please resubmit WOA after HQ approves the PCF and attach the approved PCF.

HQ Notes Tab

02/16/2004 – Connie Deer

PCF approved by HQ on 2/15/04, resubmitting WOA. See attached PCF 310135B.doc.

Tables B-3 thru B-8 depict the information required in selected WOA Tabs for various types of WOAs and corresponding examples.

Attachments

When adding an attachment to a WOA, remember to include a note in the WOA describing the attachment.

Most attachments are either copies of documents stored elsewhere or do not need to be part of the legal record for the work order. A comment in “Notes to Accounting” must be added if an attachment should be printed by Project Support Services and placed in the work order file (such as e-mails containing special setup instructions, work order closure requests, and other documents providing special instructions like spreadsheets detailing A2A calculations). For ease of identification, attachment-naming conventions should be followed. For example:

If the attachment is a Project Control Form, the filename should be PCF 310184B.doc.

If the attachment is a Work Order Closure form, the file name should be Closure MS3456.fm.

Authority

When initiating a WOA, proposed additions and increases to the authorization plan in CPMS should be entered using proposed dollars (P-lines). HQ PC&R staff will change (after the WOA is approved) the P-lines to Y-lines (authorized dollars) in CPMS; all WOAs are processed through the HQ PC&R Y-line queue before forwarding to TRAINS. For decreases to the authorization plan, Region staff has the authority to approve the WOA and reduce Ylines accordingly in CPMS.

Construction Contract Funds Authorization (CCFA)

An approved CCFA is required to document that funds are available to advertise a construction contract. When a CCFA is processed through the Y-line queue, a copy of the CCFA form must be attached to the package in Acorde. To do so, click on Print Preview and use File | Save As... in Internet Explorer to save the file in an easy-to-remember location, like C:\AAWork. Name the file CCFAannnnna (where annnnna is the WIN) and attach it to the package using the Attachments box below the editable WOA form. When the package is routed through the system as an Adjust-to-Award WOA, the CCFA will be available for reference. The Contract Payments Section (CAPS) assigns contract numbers on the Friday before the contract advertising date (usually Mondays) so the CCFA must be approved and forwarded to CAPS before 1:00 PM on that Friday. Following advertisement, the approved CCFA remains in the CAPS queue awaiting contract award.

Adjust-to-Award WOA

When bids are opened for a proposed contract, there is a short time to obtain expenditure approval before the award meeting. Typically, the bid opening is on a Wednesday and the award meeting is on the following Friday. If the low bid is accepted, then the contract is awarded on Monday. Due to the short time frame, HQ PC&R must be prepared to make a funding decision as soon as the low bid is identified. On the bid opening day morning, the Region program management offices compare the CCFA estimate to the most current E-Base estimate (Engineers Estimate) for all contracts scheduled for bid opening. If there are substantial differences in total cost per PIN, a PCF may be required following identification of the low bid. In coordination with other offices, the Contract and Ad Award Office compares the low bid and the current E-Base estimate, updates E-Base, produces a Bid Status Report for each contract, and distributes the Bid Status Reports no later than Wednesday afternoon. If the lowest bid is 10% over the current E-Base estimate, then the Contract and Ad Award Office must receive HQ PC&R program manager approval before awarding the contract. After analyzing the Bid Status Reports, updated E-Base estimates, and CPMS, the HQ PC&R program managers may determine that while the overall lowest bid is within 10% of the current E-base estimate, there may be a substantial difference from the amounts authorized per PIN in the CCFA. If a cost increase is identified, HQ PC&R will determine whether or not to delay the award. The decision is based on the size of the increase, and whether a PCF or additional information is required. If these issues cannot be resolved, then HQ PC&R will notify the Contract Ad and Award Office of the delay before or no later than the Friday Award Meeting. The contract cannot be awarded until HQ PC&R approves the PIN cost increases. Once the contract is awarded, CAPS completes the CCFA. The WOA system routes the CCFA back to the initiator, and it is converted into an Adjust-to-Award (A2A) WOA. The Region updates CPMS finance lines and the A2A WOA to the bid amounts (Construction Engineering (CE) and Contingencies are not reduced). Increases to CPMS are entered as P-lines, while decreases will be made to existing Y-lines. It is important to note that decreases resulting from lower bids will decrease the CPMS project total cost; N-lines will not be permitted to display the difference between lower bids and a higher CCFA authorization level. The A2A WOA and the final E-Base estimate are routed to HQ Project

Support Services to be set up in TRAINS. Even though the contract has been awarded, expenditures shall not be charged to the contract until after the contract has been executed.

<i>Table B-3: WOA Notes Tabs</i>	
Notes Tabs	Purpose
Work Order Justification	The reason why you are submitting the WOA. Be as clear and complete as possible to avoid questions that may delay WOA processing.
Notes to CPMS	Information intended for the person who will be updating CPMS.
Notes to Accounting	Information for the HQ Project Support Services office in HQ Accounting.
Region Notes	Information from the Region intended for other Region1 personnel or HQ Program Management personnel
HQ Notes	Information from HQ Program Management personnel intended for other HQ PM personnel or Region personnel

Here is an example:

HQ Notes Tab

02/09/2004 – Doug Pulse

Rejecting this WOA back to the Region because the PCF has not been approved. Please resubmit WOA after HQ approves the PCF and attach the approved PCF.

Region Notes Tab

02/16/2004 – Connie Deer

PCF approved by HQ on 2/15/04, resubmitting WOA. See attached PCF 310135B. doc.

Tables B-4 through B-8 provide the information required in selected WOA Tabs for various types of WOAs and corresponding examples.

¹ “Region” includes not only WSDOT Regions, but also offices that behave as Regions with regard to the WOA system. Examples of these offices are Traffic and Environmental.

Table B-4: New Setup WOA

WOA TAB	INFORMATION REQUIRED	EXAMPLES
Federal Aid	Indicate the Federal Aid Project Agreement number or type in “New” if no agreement has been set up	(Self explanatory on the form)
	For federally funded, indicate if soft match and fill in applicable fields.	(Self explanatory on the form)
WO Justification	State the purpose of the WOA	06/29/2004 – Tony Dorset Initial setup for the John Jeffreys Rest Area RV dump station rehabilitation
	Identify/explain any unusual circumstances such as:	
	No originals in CPMS or incorrect originals	03/11/2003 – Stacey Keach Incorrect originals in CPMS. Original CN phase total for biennium is \$2,500,000 and original project total for all bien is \$3,245,780.
	PE ratio is different from Plans Preparation manual	07/02/2003 – Roger Staubauch PE ratio is 25% because of additional design rework to accommodate City of Deadwood’s concern over local business access.
	State workforce is over \$50,000	95/28/2004 – Sonny Sixkiller Maintenance is accomplishing chip seals at three separate locations across the Region and no one location will exceed the \$50,000 limit for state workforce labor.
	For an unprogrammed project, reference approved PCF and attach to WOA	01/15/2004 – Merle Olsen PCF approved by John Conrad on 12/20/03 (see attached PCF 310183B.doc)
Notes to CPMS	Note status Project Summary if not approved.	11/16/2003 – Barbara Eden Project Summary was submitted for HQ approval on 10/11/2003
	Specify any special instructions	07/01/2004 – Mary Tyler Moore Change approval code to S1

Notes to Accounting	Identify multiple funding sources	
	Link federal funding to Federal Aid Project Agreement Number	05/13/2003 – Harry Potter Adding JS Q060 and JT Q100 funding under FA# DBR-0104(032).
	Designate which federal funding source has soft match (toll credits)	10/23/2002 – Sam Houston Soft Match goes with JS Q100 funding.
	Explain order in which funds should be spent	02/28/2003 – Jane Vanvoorst Set up groups to expend DT dollars first, then IQ and DA, and AA last.
	Clarify any Receivable Agreement open issues	06/03/2004 – Mecury Morris GCA4028 and GCA4029 are pending
Region Notes	Respond to any HQ Notes if WOA has been rejected back to Region. Explain briefly what action was taken and what was changed on the WOA	05/03/2004 – Peter Sellers Attached copy of HQ approved PCF (see PCF 202043C.doc.) we inadvertently omitted. 07/23/2002 – Rachel Welch Reduced PE percentage to 12%.

Table B-5: Increase WOA

WOA TAB	INFORMATION REQUIRED	EXAMPLES
WO Justification	State the purpose of the WOA	05/01/2004 – Additional funding needed to cover WSP support for traffic control at a signalized intersection.
	Identify/explain any unusual circumstances	04/08/2004 – Bart Starr Ramsay County is the lead for this widening project. WSDOT is contributing funds to improve the intersection at NW 122 nd and SR210
	Provide a brief justification for increases	09/22/2003 – Sam Huff Increase in PE funds required to update design file since the project had been shelved for 2 years.
	Note any threshold breaks that require PCF approval and attach approved PCF	02/12/2003 – Walter Peyton HQ approved on 03/15/2004 accelerating the Ad date from 4/2005 to 4/2004 (see attached PCF 430589B.doc).
Notes to CPMS	Specify any changes made in CPMS as a result of this WOA	07/08/2004 – Freddy Dreamer Region Unstable Slope Minor Cap Bucket WIN D9999066 reduced by region
Notes to Accounting	Identify funding changes and Group Categories affected	07/06/2004 – Teresa Clizer Please setup a group under group cat 99 titled ‘Contracting Services’
	Clarify if transferring funds and identify any transfer of expenditures	03/19/2003 – Julie Johnson Change Groups to JS and transfer \$100,000 from JT to JS.
	Identify any new Group setups including subprogram and type of funding	08/12/2004 – Juan Riveras Setup I1 Group for Y-6387 Task# AA, Consultant Ever Ready, \$5,000 using federal NP and state AA funds.
	Clarify any Receivable agreement open issues	06/03/2004 – Mecury Morris GCA4028 and GCA4029 are pending

Region Notes	Respond to any HQ Notes if WOA has been rejected back to Region. Explain briefly what action was taken and what was changed on the WOA	05/03/2004 – Johnny Unitas Attached copy of HQ approved PCF (see PCF 0100576C.doc).
	Include additional information to assist in processing the WOA	09/17/2003 – Margaret Thatcher Additional information has been added to the WO Justification Tab explaining the increase in CN costs. 08/09/2002 – Hershel Walker Ramsay County project info: RW Cert: 03/26/2004 Design Approv: 07/10/2004 STIP: 2004 01/07/2004 NEPA: CE: 01/07/2004

<i>Table B-6: Transfer WOA</i>		
WOA TAB	INFORMATION REQUIRED	EXAMPLES
WO Justification	State the purpose of the WOA	05/01/2004 – Jack Dreyfus A request has been made to close GCA3419, which expired. However, Accounting needs to close Group 04 first.
Notes to CPMS	Specify any changes made in CPMS as a result of this WOA	10/30/2003 – Andy Jackson Changed Finance Code from GA to GT and added Toll Credits.
Notes to Accounting	Identify funding changes and Group Categories affected	07/06/2004 – Teresa Clizer Please close Group 04.
	Clarify if transferring funds and identify any transfer of expenditures	03/19/2003 – Julie Johnson Change Groups to JS and transfer \$100,000 from JT to JS.
	Identify any new Group setups including subprogram and type of funding	08/12/2004 – Juan Riveras Setup I1 Group for Y-6387 Task# AA, Consultant Ever Ready, \$5,000 using federal NP and state AA funds.
	Clarify any Receivable Agreement open issues	06/03/2004 – Mecury Morris GCA4028 and GCA4029 are pending
Region Notes	Respond to any HQ Notes if WOA has been rejected back to Region. Explain briefly what action was taken and what was changed on the WOA	05/17/2004 – Rex Harrison Changed the finance code from JP to JT in CPMS as requested.

<i>Table B-7: CCFA</i>		
WOA TAB	INFORMATION REQUIRED	EXAMPLES
Federal Aid	For federally funded, indicate if soft match and fill in applicable fields.	(Self explanatory on the form)
WO Justification	State the purpose of the CCFA and indicate if Nickel Funded.	05/01/2004 – Fran Tarkington Requesting funds for construction of the 2 nd phase of this I1 nickel funded project.

Table B-8: Adjust-to-Award

WOA TAB	INFORMATION REQUIRED	EXAMPLES
WO Justification	State the purpose of the WOA	<p>09/12/2003 – Johnny Ringo Adjust-to-Award. Bid was 15% below engineer’s estimate.</p> <p><u>or</u></p> <p>08/14/2003 – Johnny Yuma Adjust-to-Award. Bid was 10% above engineer’s estimate.</p>
	Provide a brief justification for increases or decreases	<p>07/12/2003 – Kate Smith Increase due to higher bid costs for erosion/pollution control bid items.</p>
	Indicate what has changed from the CCFA	<p>03/23/2003 – Gene Hackman CE % increased to 18% due to increased Group 03 costs because the engineer’s estimate did not originally take into account the additional hauling costs due to the remote location.</p> <p>06/25/2004 – Charlotte Klicker Groups 01, 02, and 03 increased from the CCFA. CCFA totals were: 01: \$291,816.98 03: \$70,345.87 06: \$161,298.65 (See attached CCFA)</p>
Notes to CPMS	Specify any changes made in CPMS as a result of this A2A	<p>10/04/2004 – Kay Turpin Region reduced plan in CPMS to reflect decrease as result of low bid.</p> <p>03/15/2004 – Kate Smith Region added N lines in CPMS to reflect \$1,550,987 increase over engineer’s estimate.</p>

Notes to Accounting	Identify multiple funding sources	
	Link federal funding to Federal Aid Agreement Number	05/13/2003 – Harry Potter Adding JS Q060 and JT Q100 funding under FA# DBR-0104(032).
	Designate which federal funding source has soft match (toll credits)	10/23/2002 – Sam Houston Soft Match goes with JS Q100 funding.
	Explain order in which funds should be spent	02/28/2003 – Jane Vanvoorst Set up groups to expend DT dollars first, then IQ and DA, and AA last.
	Clarify any Receivable Agreement open issues	06/03/2004 – Mercury Morris GCA4028 and GCA4029 are pending
Region Notes	Respond to any HQ Notes if WOA has been rejected back to Region. Explain briefly what action was taken and what was changed on the WOA	08/22/2004 – Tom Hanks Reduced CE to 4%.

This page left intentionally blank.



Appendix C

Managing Project Change

Overview

Highway Preservation & Improvement

The Project Control Form (PCF) is the key source document within WSDOT for documenting and approving project changes in scope, schedule, and budget. It summarizes the reason for the change and why the change is the most prudent course of action. It is a concise public document and the primary record that substantiates the need to deviate from prior commitments regarding scope, schedule, and budget. After contract award, the construction Change Order is the key source document for the approval of project changes affecting scope, schedule, and budget; however, the PCF is still used to elevate funding and schedule issues (such as threshold breaks) associated with approved construction project changes. The PCF approval process is different for Nickel/Transportation Partnership (TP) funded and Pre-Existing (PEF) funded projects. For Nickel/TP funded projects, any change in scope, schedule, or budget will require the submittal of a PCF to the Project Control & Reporting Office (PC&R) for approval. For PEF funded projects, approval of changes in project scope, schedule and budget above the Region threshold level will require the submittal of a PCF to PC&R. The threshold break-reporting feature in the Capital Program Management System (CPMS) will be used to identify and track project changes for PEF projects. The construction Change Order approval process is the same for Nickel/TP funded and PEF funded projects.

When to Submit a Project Control Form

Highway Preservation & Improvement

For Nickel Funded Projects

A PCF (Figure C-1) will be prepared as soon as scope and schedule changes, or budget changes impacting Nickel/TP funding are identified in CPMS. The only PCF submittal exception is for cash flow adjustments less than \$100,000 that cross biennial lines and that

do not involve a cost, scope or schedule change (i.e. reaging a project expenditure plan). The PCF for Nickel/TP projects will be submitted directly to the Productivity Engineer (PE) in PC&R for processing (Figure C-2). Approval authority for Nickel/TP funded project changes rests with the Transportation Commission and Legislature. For projects funded with Nickel/TP and PEF funding, changes affecting Nickel or TP funding will take precedence in determining the PCF submittal and approval process. For example, if a proposed project schedule change would increase both the Nickel or TP funding and PEF funding on a project, a PCF would be submitted to PC&R reflecting both funding increases. Even if the PEF funding increase is within the Region or HQ Program Manager approval level, the PEF funding increase will not be acted on until a determination is made on the Nickel or TP funding increase. For projects funded with Nickel/TP and PEF funding where a proposed change does not affect Nickel or TP funding or a reportable Nickel/TP project schedule milestone, the PCF will be processed in the same manner as a PEF funded project (see following paragraph).

For PEF Funded Projects

For PEF funded projects, a PCF (Figure C-1) will be prepared as soon as scope and schedule changes, or budget changes are identified in CPMS that require HQ approval.

07/01/05

HIGHWAY IMPROVEMENT AND PRESERVATION PROJECT CONTROL FORM

Date Submitted: _____ Region/Office Submitting _____ Approval Date _____

Project Page Title (if appropriate): _____

LEAP List Title: _____

CPMS Project Title: , MP ____ TO MP ____

Location: _____

Program Item No.: _____

Work Item No: _____

Subprogram: _____

Unprogrammed Project:		Deleted Project:		
Change Threshold:	Major	Minor		No Change
		ADir	PMgr	
Scope Revision ¹				
Cost Revision				
Schedule Revision				

1. **Proposed change affects Nickel/Transportation Partnership scope/cost/schedule?** Yes___ No___
- Was this proposed change presented during a Quarterly Executive Review Meeting? Yes___ No___
 - If yes, which Quarterly Executive Review Meeting? _____

2. **Per Project Management Executive Order, July 2005:**
- Does this project have an endorsed Project Management Plan? Yes___ No___
 - Is this change submittal consistent with the project's Change Management Plan? Yes___ No___

3. **Summary of Project Functional Intent:**
- Briefly summarize the scope of the initial project to include the purpose of the project:
 - Summarize all approved changes or changes submitted awaiting approval since the last legislative budget (baseline):

4. **Summary Description of Proposed Revision:**
- Describe the proposed change:
 - List reasons why this proposed change is necessary:

5. **Summary of Schedule Revision Proposed:**

Project Timeline	Project Milestones					
	Project Definition Complete	Preliminary Engineering (Start)	Environmental (Prior to Ad)	Right of Way Certification	Project Advertised	Operationally Complete
Baseline						
Last HQ Approved						
Proposed Change						
Net Change in Months (Proposed vs. Baseline)	0	0	0	0	0	0

¹ Note: For scope revisions, briefly summarize revision in Section 2 and attach additional sheet describing in detail the scope change.

6. Summary of Budget Revision Proposed (\$):

Nickel Funding:

Phase	Cost	Prior	05-07	07-09	09-11	11-13	13-15	Future	Total	Variance
Prel. Engineering.	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Right of Way	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Construction	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Total	Baseline	0	0	0	0	0	0	0	0	
	Last HQ Approved	0	0	0	0	0	0	0	0	
	Proposed	0	0	0	0	0	0	0	0	0
Total Variance	Proposed vs. Baseline	0	0	0	0	0	0	0	0	
	Proposed vs. Last HQ Approved	0	0	0	0	0	0	0	0	

Transportation Partnership Funding:

Phase	Cost	Prior	05-07	07-09	09-11	11-13	13-15	Future	Total	Variance
Prel. Engineering.	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Right of Way	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Construction	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Total	Baseline	0	0	0	0	0	0	0	0	
	Last HQ Approved	0	0	0	0	0	0	0	0	
	Proposed	0	0	0	0	0	0	0	0	0
Total Variance	Proposed vs. Baseline	0	0	0	0	0	0	0	0	
	Proposed vs. Last HQ Approved	0	0	0	0	0	0	0	0	

Pre-Existing Funding:

Phase	Cost	Prior	05-07	07-09	09-11	11-13	13-15	Future	Total	Variance
Prel. Engineering.	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Right of Way	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Construction	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Total	Baseline	0	0	0	0	0	0	0	0	
	Last HQ Approved	0	0	0	0	0	0	0	0	
	Proposed	0	0	0	0	0	0	0	0	0
Total Variance	Proposed vs. Baseline	0	0	0	0	0	0	0	0	
	Proposed vs. Last HQ Approved	0	0	0	0	0	0	0	0	

7. Proposed program adjustments to accommodate unprogrammed project or cost/scope/schedule revision. Please select from the following and explain where indicated:

- ☐ Can be accommodated within PIN/Office budget funding. Explain how or why not:
- ☐ Can be accommodated within Region allocation. Explain how or why not:

8. Address any lessons learned that might provide similar positive outcomes or preclude similar negative outcomes in future projects:

Select the lesson learned categories that apply: _____

(Select from the following categories: Access, Agreements, Architectural, Cost Risk assessment, Environmental, Estimates & Schedules, Geotechnical, Hearings, Hydraulics, Managing Project Delivery, Materials, Plans, Project Data (As-Built, survey), Project Summary, Public Agency Involvement, Railroad, Reports, Right of Way, Roadside Restoration, Roadway, Safety, Structures, Traffic, Utilities)

Lesson – Describe what knowledge was gained from this experience.

Recommendation – *Describe how the knowledge gained from the lesson can be used.*

9. Proposal Concurrence:

	Name	Date
Region/Office Program Manager	_____	_____
Region Administrator/Director	_____	_____
HQ Program Manager	_____	_____
<input type="checkbox"/> HQ ASDE	_____	_____
<input type="checkbox"/> Priority Manager	_____	_____
<input type="checkbox"/> Materials Lab	_____	_____
<input type="checkbox"/> Other: _____	_____	_____
Assistant Director Project Control and Reporting	_____	_____
Director Project Control and Reporting	_____	_____

10. Concurrence Comments:

11. Approving Authority's Response:

- ☐ Approved
- ☐ Approved with conditions (see Comments)
- ☐ Needs additional evaluation or information (see Comments)
- ☐ Not Approved

Name: _____

Date: _____

Approving Authority's Comments:

See <http://wwwi.wsdot.wa.gov/ppsc/pgmmgt/CPMS/working/working6.pdf> for the change approval threshold levels for PEF funded projects. A PEF PCF requiring HQ approval will be submitted to the Change Management Engineer (CME) in PC&R for processing (Figure C-3). While not required, Regions are highly encouraged to use the PCF to internally document and approve informational changes within Region authority.

For PEF funded project phases, there are two change thresholds, Major and Minor. Major threshold breaks are approved by the Director, PC&R, or by the Assistant Secretary, Engineering & Regional Operations /Executive Review Board. Minor threshold breaks fall into two categories: Assistant Director approval level and Program Branch Manager approval level. Minor breaks are approved within PC&R, depending on the type and magnitude of the Minor change. Changes below the Minor level are classified as Information changes that do not require PC&R approval and can be implemented immediately by the region. Either a single change, or a series of smaller changes can add up to break a threshold. The amount of the latest change, the accumulation of several changes, the baseline (Legislative budget amount), and the last approved level of change, are all factors in determining threshold breaks.

The following example is designed to help explain when a PCF is required and the approval process for a PEF funded project. The example is a hypothetical PEF funded new start project that had seven cost changes in 2003-2005.

2003-2005 BIENNIA

2003

PCF Cost Fields

Project Cost/

PCF Requirement

Change

New Start Project

Baseline LEGFIN

\$20,000,000

New start project in 03-05. Baseline LEGFIN is the 2003 Legislative Budget and Last HQ Approved matches the Baseline LEGFIN.

Last HQ Approved

\$20,000,000

Proposed Change #1

\$1,000,000

PCF required because the accumulative change is \$1,000,000, which breaks a Minor approval threshold. PC&R PM approval required.

Baseline LEGFIN

\$20,000,000

After Change #1 was approved, Baseline remains unchanged but Last HQ Approved was updated to

Last HQ Approved

\$21,000,000

reflect HQ approval.

2004

Baseline LEGFIN

\$21,000,000

Baseline was reset to 2004 Legislative Supplemental Budget. Last Approved now matches Baseline LEGFIN.

Last HQ Approved

\$21,000,000

Proposed Change #2

\$1,000,000

PCF required because the accumulative change is \$1,000,000, which breaks a Minor approval threshold. PC&R approval required.

Baseline LEGFIN

\$21,000,000

After Change #2 was approved, the Baseline LEGFIN remains unchanged but Last HQ

Last HQ Approved

\$22,000,000

Approved was updated to reflect HQ approval.

Proposed Change #3

\$500,000

PCF not automatically required as the change is less than \$1,000,000 since the last HQ approved PCF and the accumulative change of \$1,500,000 compared to the 2004 Supplemental Budget does not break a new Minor approval threshold. Informational change, no HQ approval required.

Baseline LEGFIN	\$21,000,000	Baseline remains unchanged and Last HQ
Last HQ Approved	\$22,000,000	Approved not updated because no PCF was processed for HQ approval.
Proposed Change #4	\$500,000	PCF required as there has been a \$1,000,000 change since the last HQ approved PCF, which breaks a new Minor approval threshold. Assistant Director PC&R approval required since the accumulated change compared to 2004 Supplemental Budget breaks the Minor approval threshold of \$2,000,000.
Baseline LEGFIN	\$21,000,000	After Change #4 was approved, Baseline remains unchanged and Last HQ Approved updated to reflect HQ Approval.
Last HQ Approved	\$23,000,000	
Proposed Change #5	\$850,000	PCF not automatically required as change is less than \$1,000,000 since last HQ approved PCF and the accumulated change of \$2,850,000 compared to 2004 Supplemental Budget does not break a new approval threshold. Informational change, no HQ approval required.
Baseline LEGFIN	\$21,000,000	Baseline remains unchanged and Last HQ
Last HQ Approved	\$23,000,000	Approved not updated because no PCF was processed for HQ approval.
Proposed Change #6	\$300,000	PCF required as the total change since the last HQ approved PCF is over \$1,000,000 and breaks a new Minor approval threshold. However, Executive Review Board approval required as the accumulated change (compared to 2004 Supplemental Budget) breaks Major change cost threshold of \$3,000,000.
Baseline LEGFIN	\$21,000,000	After Change #6 was approved, Baseline remains the same and Last HQ Approved updated to reflect HQ approval.
Last HQ Approved	\$24,150,000	
Proposed Change #7	\$-100,000	PCF not automatically required as the change is (Occurs during 7 th Quarter) less than \$1,000,000 since the last HQ approved PCF and the Executive Review Board approved a \$3,150,000 accumulative change. Informational change, no HQ approval required. The decrease will be captured when the Quarterly Summary of Adjustments Report is produced for the last quarter and incorporated in the 2005-2007 Legislative Final Budget.
Baseline LEGFIN	\$21,000,000	Baseline remains the same and Last HQ Approved not updated because no PCF was processed for HQ approval.
Last HQ Approved	\$24,150,000	
2005-2007 BIENNIA 2005		
Baseline	\$24,050,000	Baseline reset to 2005 Legislative Budget and reflects accumulated HQ approvals since the 2004 Legislative Supplemental Budget. Baseline and Last HQ Approved now matches.
Last HQ Approved	\$24,050,000	

Preparing a Project Control Form

Once it has been determined a PCF needs to be prepared to obtain approval for a project change prior to or at contract award or to elevate funding/schedule issues associated with approved construction project changes, the initiator needs to first determine if the proposed change affects Nickel/TP funded scope/cost/schedule and indicate appropriately at the top of the PCF (Figure C-1). The initiator can then complete the PCF using the following guidelines.

HIGHWAY IMPROVEMENT AND PRESERVATION PROJECT CONTROL FORM					
Date Submitted: _____ Region/Office Submitting _____ Approval Date _____					
<u>Project Page Title (if appropriate):</u> <u>LEAP List Title:</u> <u>CPMS Project Title:</u> , MP ____ TO MP ____					
<u>Location:</u> <u>Program Item No.:</u> <u>Work Item No:</u> <u>Subprogram:</u>	Unprogrammed Project:		Deleted Project:		
	Change Threshold:	Major	Minor		No Change
			ADir	PMgr	
	Scope Revision ¹				X
	Cost Revision		X		
	Schedule Revision				X

In this section of the PCF, the “Date Submitted” is the date the Region or Office forwards the PCF to PC&R for approval. The “Approval Date” is filled in by PC&R after the PCF is approved. If the PCF is not approved, then the PCF is returned to the Region or Office with “Not Approved” in the space provided rather than a date. In the above section of the PCF, the initiator also identifies the threshold broken. In the above example, the proposed cost revision is a PEF funded change and it broke a Minor cost threshold requiring approval by the Assistant Director of PC&R. This proposed change does not affect the project scope or schedule.

Nickel/TP changes always break a Major change threshold since they require ERB/Transportation Commission approval. The only exception is for cash flow adjustments less than \$100,000 that cross biennial lines and that do not involve a cost, scope or schedule change (i.e. reaging a project expenditure plan)

1. Proposed change affects Nickel/Transportation Partnership scope/cost/schedule? Yes X No
 ■ Was this proposed change presented during a Quarterly Executive Review Meeting? Yes X No
 ■ If yes, which Quarterly Executive Review Meeting? December 15, 2005

In Section 1 of the PCF, the initiator indicates whether the proposed change affects Nickel/TP scope/schedule and if the proposed change was presented at a Quarterly Executive Review meeting.

2. Per Project Management Executive Order, July 2005:

■ Does this project have an endorsed Project Management Plan? Yes X No

■ Is this change submittal consistent with the project's Change Management Plan? Yes X No

In Section 2 of the PCF, the initiator indicates if a Project Management Plan (PMP) has been developed and endorsed as described in Executive Order E 1032.00. The PCF may be held in abeyance or returned without action if an endorsed PMP is not available. Additionally the initiator indicates if submission of the PCF is consistent with the change management process described in the project's Change Management Plan.

3. Summary of Project Functional Intent:

- Briefly summarize the scope of the initial project to include the purpose of the project:
This project will build left turn lanes on SR 66 at 99th Ave NW/Lake Teresa Road and 147th Ave NW. It will also build right turn lanes on 99th Ave NW/Lake Teresa Rpad, and upgrade safety features in the project area to address a high-risk traffic channelization deficiency.
- Summarize all approved changes or changes submitted awaiting approval since the last legislative budget (baseline):
Amended scope as approved by PCF on 5/9/04:
 - ❑ Realign the north leg of 147th Ave NW to the east to form a four legged intersection with SR 66
 - ❑ Lower the grade of the vertical curve on SR 66 east of the intersection to improve intersection sight distanceAmended scope as approved by PCF on 6/4/04:
 - ❑ Construct an eastbound right turn pocket on SR 66Cost increase for \$350,000 approved by PCF on 7/15/04:
 - ❑ Hydraulic redesign

In Section 3 of the PCF, the initiator briefly describes the scope of the project as defined in the original Project Summary including any details pertinent to understanding the proposed revisions in item 2 below. The initiator then briefly describes any subsequently approved changes for scope, cost or schedule.

4. Summary Description of Proposed Revision:

- Describe the proposed change:
The PE cost needs to be increased by \$50,000 and CN phase cost needs to be increased by \$450,000. This would be a \$500,000 change since the last HQ approved change and an accumulated change of \$850,00 since 04LEGFIN, which breaks a new Minor approval threshold. The Operationally Complete Date will slip one month.
- List reasons why this proposed change is necessary:
Noise wall requirement for the 147th Ave NW realignment was missed during the design phase.

In Section 4 of the PCF, the initiator briefly describes the proposed scope, cost, or schedule change and compares the change to the Last HQ Approval and the accumulated change total to the most recent LEGFIN. In the example above, while the proposed change by itself would still be within the PC&R Program Manager approval level, the accumulated change compared to 04LEGFIN is over 20% since 04LEGFIN and requires PC&R Assistant Director approval. The initiator then briefly lists why the proposed change is necessary.

In Section 2 the initiator should also describe any proposed changes that result from completed cost risk analyses.

If the PCF is being submitted for a construction project as the result of approved Change Orders that could not be accommodated within project contingencies, then the initiator only needs to summarize the approved Change Orders. However, if there are other reasons for changes (besides Change Orders) such as the need to increase Construction Engineering (CE) costs, then the PCF initiator would need to explain why the CE cost increase is necessary.

5. Summary of Schedule Revision Proposed:

	Project Milestones					
Project Timeline	Project	Preliminary Engineering (Start)	Environmental (Prior to Ad)	Right of Way	Project Advertised	
Baseline LEGFIN	06/21/00	08/02/99	06/15/04	07/05/04	10/25/04	03/20/06
Last HQ Approved	11/4/03	08/02/99	06/15/04	07/05/04	10/25/04	03/20/06
Proposed Change	None	None	None	None	None	4/12/06
Net Change in Months (Proposed vs. Baseline)	0	0	0	0	0	1

In Section 5 of the PCF, the initiator enters the project schedule milestones and indicates any changes. The same schedule milestones are used for Nickel/TP and PEF funded projects. The schedule milestones are defined in Appendix D (*still being developed*). The “Baseline LEGFIN” date is the date shown in the most recent LEGFIN or LEAP list. In this case it would be the 04LEGFIN. The “Last HQ Approved” date is the last approved HQ change since the established Baseline LEGFIN date. The “Proposed Change” is the new date based on the proposed change in the PCF. The “Net Change in Months” is determined by comparing the Proposed Change to the Baseline date. In the above example, the proposed slippage of one month for the “Operationally Complete” project milestone.

6. Summary of Budget Revision Proposed (\$ in 1000s):

Nickel Funding:

Phase	Cost	Prior	03-05	05-07	07-09	09-11	11-13	Future	Total
Prel. Engineering.	Baseline LEGFIN								0
	Last HQ Approved								0
	Proposed								0
Right of Way	Baseline LEGFIN								0
	Last HQ Approved								0
	Proposed								0
Construction	Baseline LEGFIN								0
	Last HQ Approved								0
	Proposed								0
Total	Baseline LEGFIN	0	0	0	0	0	0	0	0
	Last HQ Approved	0	0	0	0	0	0	0	0
	Proposed	0	0	0	0	0	0	0	0
			-	-	-	-	-	-	-

Variance	Proposed vs. Baseline LEGFIN	0	0	0	0	0	0	0	0
	Proposed vs. Last HQ Approved	0	0	0	0	0	0	0	0

Transportation Partnership Funding:

Phase	Cost	Prior	05-07	07-09	09-11	11-13	13-15		Total	
Prel.	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Right of Way	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
	Baseline								0	
	Last HQ Approved								0	
	Proposed								0	0
Total	Baseline	0	0	0	0	0	0	0	0	
	Last HQ Approved	0	0	0	0	0	0	0	0	
	Proposed	0	0	0	0	0	0	0	0	0
Total Variance	Proposed vs. Baseline	0	0	0	0	0	0	0	0	
	Proposed vs. Last HQ Approved	0	0	0	0	0	0	0	0	

Pre-Existing Funding:

Phase	Cost	Prior	03-05	05-07	07-09	09-11	11-13	Future	Total
Prel. Engineering.	Baseline LEGFIN	250	200						450
	Last HQ Approved	250	550						800
	Proposed	250	600						850
Right of Way	Baseline LEGFIN	260	210						470
	Last HQ Approved	260	210						470
	Proposed	260	210						470
Construction	Baseline LEGFIN	0	1,700	1,600					3,300
	Last HQ Approved	0	1,700	1,600					3,300
	Proposed	0	1,700	2,050					3,750

Total	Baseline LEGFIN	510	2,110	1,600	0	0	0	0	4,220
	Last HQ Approved	510	2,460	1,600	0	0	0	0	4,570
	Proposed	510	2,510	2,050	0	0	0	0	5,070
Variance	Proposed vs. Baseline LEGFIN	0	400	450	0	0	0	0	850
	Proposed vs. Last HQ Approved	0	50	450	0	0	0	0	500

In Section 6 of the PCF, the initiator enters the Nickel, TP and/or the PEF funding information for the project phases and reflects any proposed changes. In the example above, the funding information is for a PEF change. The “Baseline LEGFIN” refers to the project cost in the most recent LEGFIN, in this case 04LEGFIN. The “Last HQ Approved” reflects the last HQ approved change since the 04LEGFIN. In the example above, for the Preliminary Engineering phase the “Last HQ Approved” reflects the \$350,000 increase approved by PCF on 7/15/04 (see the Section 3 example). “Proposed” reflects any proposed phase cost changes. You will note the variance is calculated two ways by comparing Proposed to the Baseline and Proposed to Last HQ Approved. In the example above, the total Proposed change is a \$500,000 or an 11% increase since the total Last HQ Approved change, which is within the PC&R Program Manager approval level. However, the total accumulated change is \$850,000 or 20% higher than the total Baseline and breaks a new Minor approval threshold level requiring PC&R Assistant Director approval.

7. Proposed program adjustments to accommodate unprogrammed project or cost/scope/schedule revision. Please select from the following and explain where indicated:
- ☐ Can be accommodated within PIN/Office budget funding. Explain how or why not:
Cannot be accommodated within project funding as contingency funding has been exhausted on previous changes.
 - ☐ Can be accommodated within Region allocation. Explain how or why not:
The cost increase in 03-05 and 05-07 can be accommodated from the deferral of the SR 95 I2 safety project from 03-05 to the later half of 05-07. This added scope does not affect the planned construction start.

In Section 7 of the PCF, the initiator describes whether the proposed cost change can be accommodated within the Regions current program and explains how it can or cannot be accommodated. The initiator in this section also indicates if proposed changes will affect the planned construction season start.

8. Address any lessons learned that might provide similar positive outcomes or preclude similar negative outcomes in future projects:

Select the lesson learned categories that apply:

Environmental

(Select from the following categories: Access, Agreements, Architectural, Cost Risk assessment, Environmental, Estimates & Schedules, Geotechnical, Hearings, Hydraulics, Managing Project Delivery, Materials, Plans, Project Data (As-Built, survey), Project Summary, Public Agency Involvement, Railroad, Reports, Right of Way, Roadside Restoration, Roadway, Safety, Structures, Traffic, Utilities)

Lesson - *Describe what knowledge was gained from this experience.*

Noise analysis should be conducted for proposed ramp extensions or realignments due to the high probability of these types of structures being in close proximity to business and residential areas. In this case, an existing noise wall was already in place but it did not buffer two homes adjacent to the ramp realignment. This should have prompted the need for a noise analysis.

Recommendation - *Describe how the knowledge gained from the lesson can be used.*

Noise analysis consideration was added to the ramp design checklist.

In Section 8 of the PCF, the initiator selects from the lesson learned categories and provides a brief description of the lesson learned from the events surrounding the proposed change and provides any recommendations to help preclude future occurrences. The information provided in this section is incorporated into WSDOT's Project Delivery Lessons Learned database (<http://fmpwebi.wsdot.wa.gov/lessonslearned/>).

9. Proposal Concurrence:

	Name	Date
Region/Office Program Manager	Jim Hester	10/7/04
Region Administrator/Director	Sheila Holmes	10/27/04
HQ Program Manager	Frank Thomas	11/17/04
<input type="checkbox"/> HQ ASDE	Tom Frye	11/05/04
<input type="checkbox"/> Priority Manager	Bob Wilson	11/10/04
<input type="checkbox"/> Materials Lab		
<input type="checkbox"/> Other: _____		

Assistant Director Project Control and Reporting

Director Project Control and Reporting

In Section 9 of the PCF, the Region or equivalent office records the internal review and approval of the PCF before forwarding to PC&R for processing. After forwarding the PCF to PC&R as an electronic Word document, PC&R then coordinates the PCF through the HQ for approval. The initiator will often be the staff person who drafted the PCF at the request of their manager.

10. Concurrence Comments:

Concur with Region's recommendation to use savings from the deferral of the SR 95 safety project to fund this proposed change. FT 11/17/04

In Section 10 of the PCF, HQ reviewers add comments either supporting the proposed change or recommending disapproval. HQ reviewers need to initial comments to identify the source.

11. Approving Authority's Response:

- ☐ Approved
- ☐ Approved with conditions (see Comments)
- ☐ Needs additional evaluation or information (see Comments)
- ☐ Not Approved

Authority: Assistant Director Date: 11/19/04

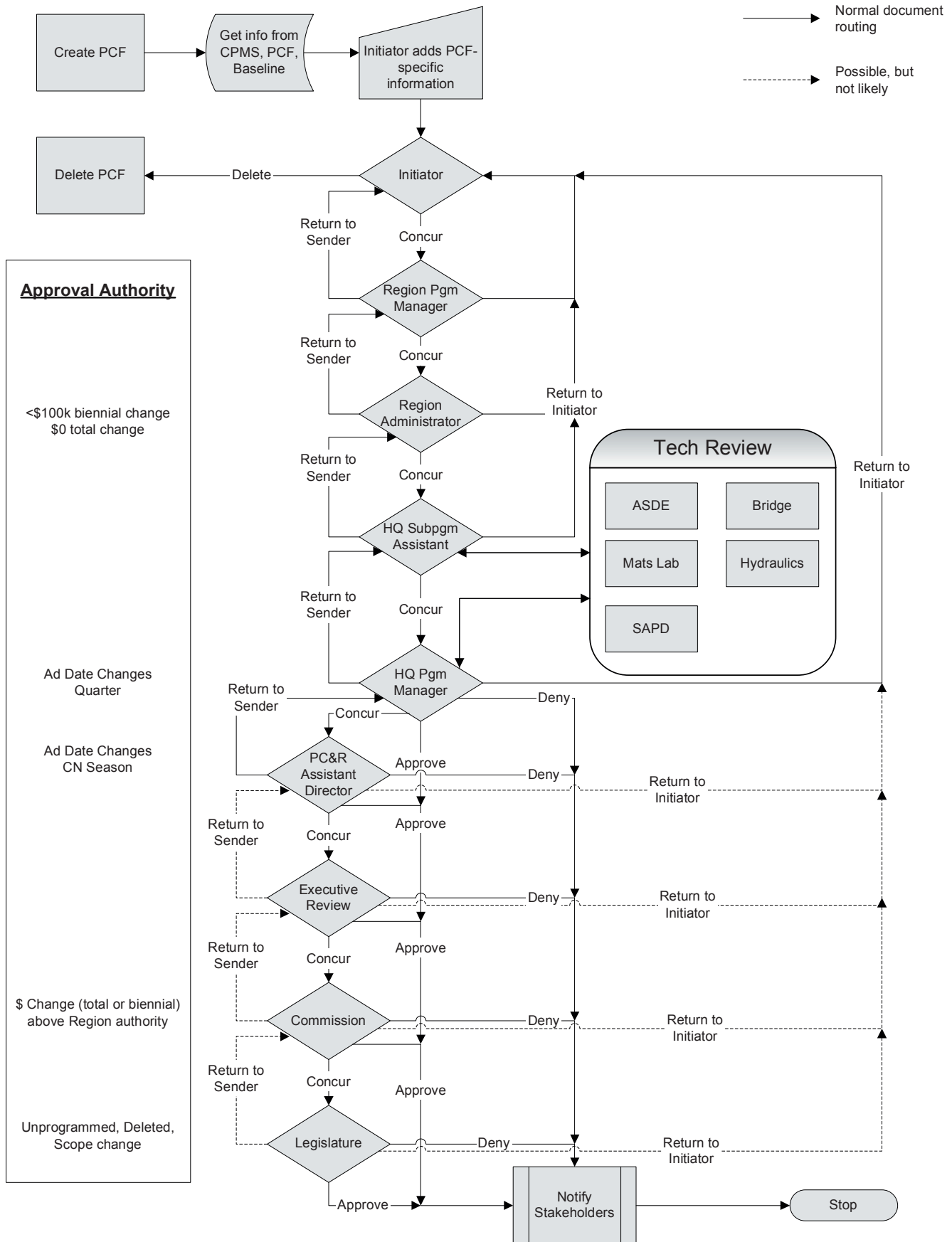
Approving Authority's Comments: Concur with using savings from SR 95 deferral

In Section 11 of the PCF, based on the threshold broken, the appropriate approving official indicates approval or disapproval and includes any conditions or questions under Comments. For Nickel funded changes requiring Transportation Commission approval, the Assistant Director PC&R signs the PCF indicating either Transportation Commission approval or disapproval under Comments. If the PCF is approved, then the "Approval Date" at the top of the first page of the PCF is filled in by PC&R. If not approved, PC&R returns the PCF to the originator with "Not Approved" annotated in the space provided rather than a date.

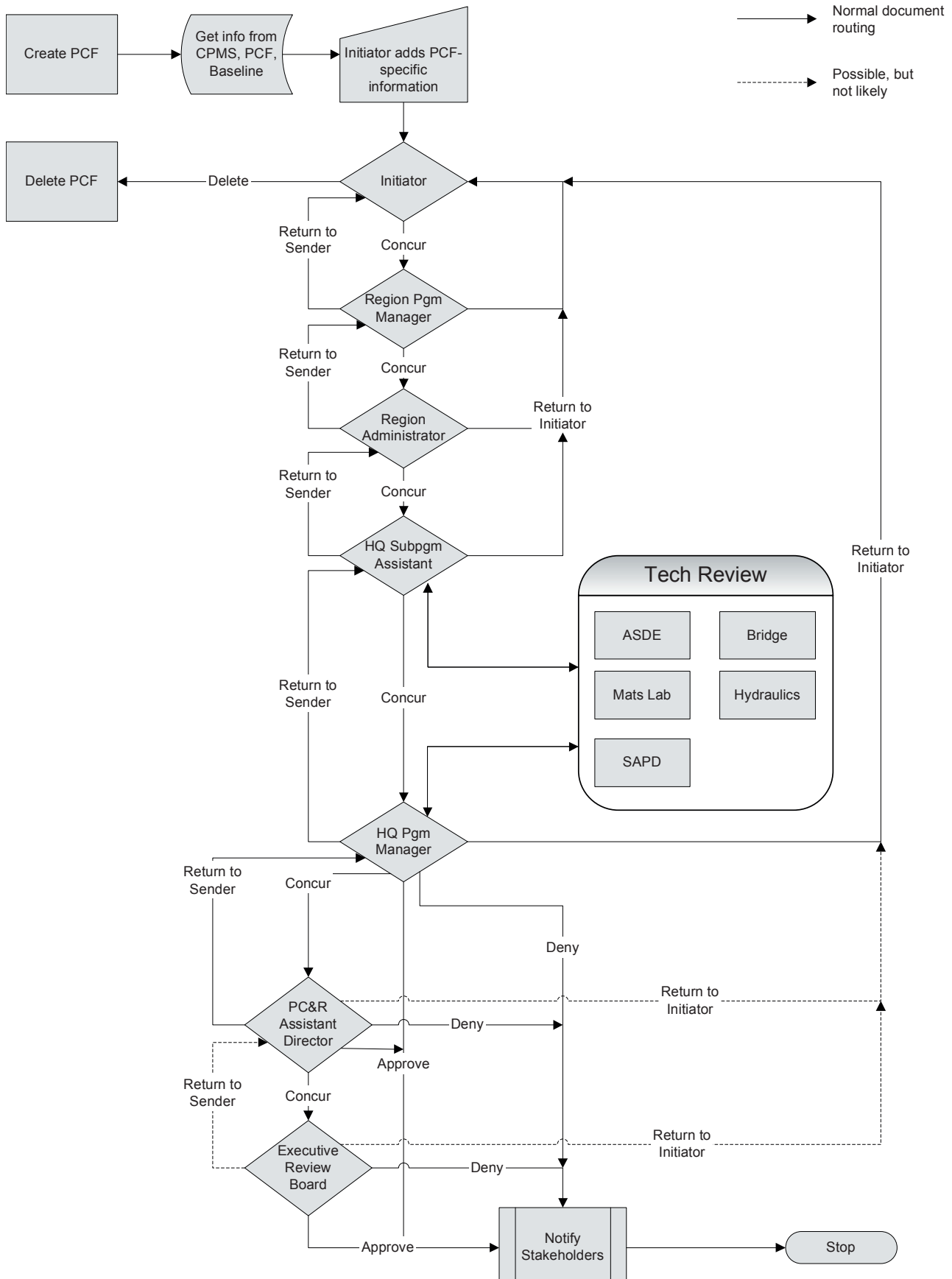
Processing a Project Control Form

The following two figures depict how a PCF is processed through the HQ for approval. Figure C-2 depicts the process for Nickel funded projects and Figure C-3 depicts for Non-Nickel funded projects.

Nickel/TP Workflow



PCF Workflow



For Construction Projects

- After contract award, changes to scope of work, working days, or quantities will be approved through the Change Order process as defined in the WSDOT Construction Manual. The PCF will not be used to approve construction contract changes; however, if approved Change Orders cannot be accommodated within established project contingencies and break project cost thresholds as described in this Appendix, then the Region must submit a PCF to HQ addressing how the funding impacts will be accommodated. Additionally, if approved Change Orders will impact the Operationally Complete milestone (“Open to Traffic” or “Substantial Completion”), then the Region needs to submit a PCF to the HQ addressing the change. For other construction project changes such as the need to increase Construction Engineering costs, the Region needs to submit a PCF to PC&R for approval.

For Region Buckets (RA Discretionary, Unstable Slope Minor Cap, SRA minor cap, or scoping buckets)

Funding buckets are considered special operational budgets that are allocated to the Regions. Regions cannot approve any minor increases for these buckets and must submit any additional needs to the appropriate HQ Program Manager in PC&R for consideration.